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ABSTRACT

The Joint Committee on Educational Goals and Evaluation was created in 1970. In 1974 the committee was authorized to continue its study for three purposes: (1) to identify the goals and priorities of public elementary and secondary education as developed by local educational agencies; (2) to assist local educational agencies by recommending procedures for citizen participation in goal-setting and evaluation; and (3) to recommend to the legislature the purposes of state assessment of educational progress and plans for realizing those purposes. This final report, in summary form, presents the history of the committee; its findings, conclusions, and recommendations; issues for further study; and a minority statement signed by 5 of the 12 committee members.
(Author/MLP)

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Final Report
of the

Joint Committee On Educational Goals And Evaluation

to

The Legislature

The State Board of Education

The People of California



California Legislature
Sacramento, California

July, 1975

BRINGING EDUCATION TO THE PEOPLE

Final Report
of the
JOINT COMMITTEE ON EDUCATIONAL GOALS AND EVALUATION
July, 1975

MEMBERS

Assembly

John Vasconcellos, Chairman
Dixon Arnett
Peter Chacon
Leon Ralph

Senate

John Stull, Vice Chairman
Ruben Ayala
Nicholas Petris
Newton Russell

State Board of Education

James W. Dent
Patricia Ingoglia

Tony Sierra
Ken Lockhart, Student Advisor

Staff

Keith Echeverri, Consultant
Bob Taunt, Consultant
Robert Ehlers, Liaison, State Department of Education

Teddy Wilcox, Secretary
Donna Cladianos, Secretary

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LETTER OF TRANSMITTAL

July, 1975

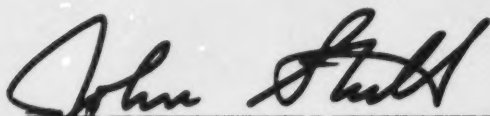
Honorable Leo T. McCarthy,
Speaker of the Assembly
Honorable Jim Mills
President Pro Tempore of the Senate
Dr. John Ford,
President of the State Board of Education

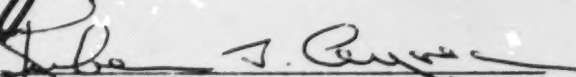
Dear Sirs:

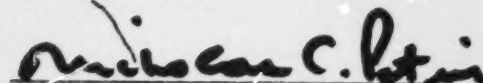
The Joint Committee on Educational Goals and Evaluation has completed its study as charged by the Legislature.

The members of the Joint Committee, representing varying segments of the public in the Legislature and on the State Board of Education, concur in the main with this report.

The signatures below indicate the members' approval of the report, subject to consideration of the minority statement concerning one committee recommendation included at the back.

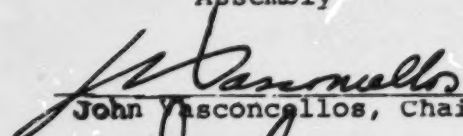

John Stull, Vice-Chairman


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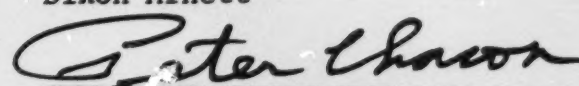

Nicholas Petris


Newton Russell

Assembly

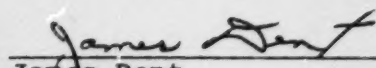

John Vasconcellos, Chairman

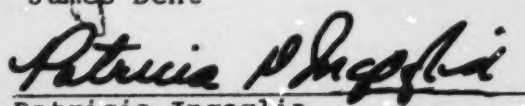

Dixon Arnett

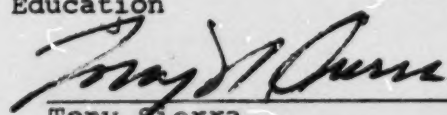

Peter Chacon

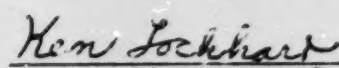

Leon Ralph

State Board of Education


James Dent


Patricia Ingoglia


Tony Sierra


Ken Lockhart, Student Advisor

PART I SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Conclusion

It is not our intention to recommend or adopt mandated statewide goals. The goals and priorities collected from schools and districts should not be used to usurp the authority of local governing boards. We intend our efforts to be supportive of the local responsibility of districts to provide an adequate educational program for their citizens, through the assistance of broad-based community participation in all educational policy-making matters.

Conclusion

Evaluation of progress toward instructional goals should be more a local than a state responsibility. State government does have a responsibility to assist local districts to develop effective procedures for evaluation of progress toward local instructional goals.

It is urged that the people in each community have an active part in the development and evaluation of the educational goals and programs for their children.

Recommendation No. I.

The report of goals collected from districts meeting the collection criteria and the report on goal setting processes should be distributed broadly.

All five reports on statewide goal setting prepared by Systems Planning Corporation and Urban and Rural Systems Associates should be put on file in libraries and county school offices for easy access to interested persons.

Recommendation No. II.

Local educational agencies should incorporate the goals, subgoals and priorities adopted through school-based goal setting processes into educational programs and practices and planning and resource allocation decisions. Governing boards should issue annual reports to the public, school-by-school and for the district as a whole, on the effectiveness of the implementation.

Recommendation No. III.

The responsibility for monitoring goal implementation and program effectiveness should be placed in the school-community, by means of representative school advisory councils and/or committees and through the issuing of annual progress reports to the public. All of these activities and responsibilities should be done by authorization of local governing boards and supported, but not required, by statute.

Recommendation No. IV.

The State Board of Education should be given the responsibility for periodically overseeing a statewide goal setting process and collection of school and district goals.

The State Board of Education, in carrying out this responsibility, should utilize an advisory body, existing or new, composed of at least a majority of lay persons. The advisory body should be broadly reflective of all segments of the citizenry, including students, parents, classroom teachers, administrators, and other community members.

The data collected should identify common goal areas with assigned priorities which are to be considered in state curriculum framework development, textbook and supplemental materials selection, design of teacher training programs, and assessments of educational progress. These goals should not be used to mandate additional requirements on school districts.

Recommendation No. V.

The state assessment (testing) program should be modified as follows:

- It should be broadened to include all major goal areas commonly adopted by school=communities.
- Assessments should tap many aspects of human development in each goal area, including the cognitive, affective, and psychomotor components, where they apply.
- Assessments should include institutional factors, such as the school climate, learning environment, and utilization of resources.
- It should generate a profile of educational progress for the state as a whole, regionally, and by general characteristics, but without reference to individual schools and districts, unless so requested by local governing boards on an individual basis.
- Assessments should be primarily referenced and reported in terms of objectives rather than norms, and general groups rather than individual pupils, schools and districts.
- The areas of assessment should be cycled within a four year schedule to parallel statewide goals collection.

Recommendation No. VI.

Technical assistance should be provided to assist in developing and improving school-based goal setting, planning and evaluation processes. Such assistance, including training programs and technical consultation, should place emphasis on whole person and whole school evaluation and on participatory decision-making. Assistance should be provided primarily by county school offices.

Recommendation No. VII.

The committee endorses the booklet, "School=Community Participation in Determining School Effectiveness" and recommends it to the Department of Education for printing and dissemination to LEA's and interested persons.

Recommendation No. VIII.

The committee endorses the handbook, Education for the People, Volume III: A Handbook for Determining School Effectiveness, and recommends it to the Department of Education for printing and dissemination to LEAs and interested persons.

Recommendation No. IX.

The committee endorses the flyer, "Will You Help Your School?" and recommends it to the Department of Education for printing and dissemination to interested persons.

Recommendation No. X.

The committee recommends the "Statement of Position on the Role of the State in the Evaluation and Support of Education in California" serve as a statement of intent preceding other statutes on evaluation, in much the same way as SB 1 of 1968 serves for instruction.

Recommendation No. XI.

The committee recommends that the Legislature explore and take steps to ensure only the careful and proper use of group intelligence tests.

PART II BACKGROUND OF COMMITTEE STUDY

Legislative history

The Joint Committee on Educational Goals and Evaluation was created by passage of ACR 198 in 1970. Assemblyman John Vasconcellos was appointed chairman in January, 1971 and continued in that position throughout the committee's history.

The membership of the committee changed over the years, but the composition always remained four assemblymen, four senators, and three members of the State Board of Education. The student representative to the State Board served the committee as a non-voting advisor.

Assembly resolutions were adopted annually to continue the work of the committee. Following ACR 198 in order were ACRs 93, 88, 11, 257 and 53. Each was passed without significant opposition.

Liaison with State Department of Education

An agreement was reached in August, 1971 by Chairman Vasconcellos and State Superintendent Wilson Riles which established a close working relationship between the committee and the State Department of Education (SDE).¹ This agreement stipulated specific areas of responsibility and cooperation related to the goals and evaluation study. SDE staff assigned to work with committee staff were given the title "Liaison to the Joint Committee on Educational Goals and Evaluation."

The agreement remained in effect throughout the life of the committee.

Creation of Citizens' Steering Committee

One stipulation of the agreement with the Department was the formation of a Citizens' Steering Committee to advise staff and the committee on policy recommendations forwarded to the committee. The membership of the Steering Committee consisted of persons representing diverse interests within the state, including students, teachers, parents, trustees, administrators, classified employees, representatives of business, labor, minorities and other community groups.

The Steering Committee held its first meeting in September, 1971, and met continuously thereafter about every two months until its last meeting on June 24 - 25, 1975. The committee adopted its own by-laws, elected officers, and kept official minutes of each meeting.

¹ See August 1, 1971 memo from John Vasconcellos and Wilson Riles on subject, "Statement of Joint Effort".

The Joint Committee never took official action on a policy question without receiving the counsel of the Steering Committee beforehand. The Steering Committee chairperson or designated representative attended every Joint Committee meeting, and was consulted frequently.

GOAL newsletter

Committee staff utilized a newsletter titled "GOAL" to transmit information about the committee study to schools and interested persons. The first issue was sent in April, 1971, the last in July, 1975, seventeen newsletters in all. An average of 18,000 copies were printed and mailed of each GOAL.

Charge to Committee

The charge to the committee, in enabling resolutions, was modified in keeping with the findings and policies of the committee. ACR 257 (1974) authorized the committee to continue its study for three purposes:

- (1) to identify for the Legislature and the State Board of Education the goals and priorities of public elementary and secondary education as developed by local educational agencies;
- (2) to assist local educational agencies, with the cooperation of the Department of Education, by recommending procedures for citizen participation in goal setting and evaluation; and
- (3) to recommend to the Legislature the purposes of state assessment of educational progress and plans for realizing those purposes.

The committee was directed to seek out public opinion on its work, to use representative advisory bodies as needed, and to protect the responsibility of district governing boards to provide diversified programs pursuant to the stated philosophy, goals, and objectives of their schools.

PART III STUDY OF GOALS

The original Joint Committee on Educational Goals and Evaluation

The precursor to the Joint Committee on Educational Goals and Evaluation was a legislative committee of the same name comprised of all members of the Assembly and Senate Education committees and three members of the State Board of Education, chaired by then Assemblyman Victor Veysey. The committee was created by passage of ACR 195 in 1969 to determine the best method to develop broad educational goals and specific behavioral objectives befitting the public schools.

That committee took a year to arrive at some conclusions and recommendations, which were contained in a final report.²

Among its recommendations, the committee proposed the creation of a modified Joint Committee on Educational Goals and Evaluation (subsequently approved in ACR 198) and the appointment of a representative advisory committee to assist in the development of guidelines for educational goal setting.

Advisory Committee on Guidelines for Goals

The Advisory Committee on Guidelines for Goals was appointed by Assemblyman Veysey in July, 1970. The advisory committee was to assist the new Joint Committee create a program in which school districts throughout the state would join the Legislature and State Board in determining state goals, program objectives and priorities of education and at the same time reassess their local philosophy, goals, program objectives and priorities.

The advisory committee was asked to develop a process which would enable goal setting to take place statewide in a coordinated way, within specified time limits, and yet leave the widest discretion to the local districts.

Dr. Alexander Mood of the University of California at Irvine chaired this committee, which was broadly representative of the various segments of the public, including the education profession.

Staff research

Joint Committee staff provided the link which joined all of the elements of the overall study together. Committee consultants served as staff to the original Joint Committee, the Citizens' Steering Committee, the Advisory Committee on Guidelines for Goals, as well as the Joint Committee itself. Additionally, committee staff worked directly with the SDE's liaison staff.

² Joint Committee on Educational Goals and Evaluation, The Way to Relevance and Accountability in Education, California Legislature: Sacramento, California, May, 1970.

The staff therefore was uniquely able to learn from and contribute to each of the different study groups.

During the study of goals, staff researched educational goals and goal setting through site visits both in and out of the state, through a review of literature, and through solicitation of responses to questionnaires and printed matter. These investigations were conducted in cooperation with and as complements to the studies directly carried out by the various committees, usually in the form of public hearings.

'Education for the People' documents

The Advisory Committee on Guidelines for Goals submitted its recommendations to the Joint Committee in June, 1971. The recommendations were contained within two documents which laid out a plan for statewide goal setting and stressed extensive involvement of all segments of the "school=community" at each school site.³

The school=community was defined as including all residents, taxpayers, students and their parents, and employees within the jurisdiction of a public school. The documents emphasized the importance of strengthening the identity and autonomy of school=communities, beginning with broad-based goal setting.

Volume I was a set of suggested guidelines for the process. Volume II was a resource book which provided technical assistance to those who would lead the efforts locally.

The Joint Committee identified a need for a simplified version of Volume I, to make the process readily available to the layperson. As a result, Education for the People was drafted in English, Spanish and Chinese.⁴

Public review

The documents were reviewed in three major ways:

- (1) through public hearings held by the Joint Committee;
- (2) through response of a small sample of district superintendents; and
- (3) through analysis by the Citizens' Steering Committee.

³ Joint Committee on Educational Goals and Evaluation and California State Department of Education, Education for the People, Volumes I and II, California Legislature and Department of Education: Sacramento, California, 1972.

⁴ Joint Committee on Educational Goals and Evaluation, Education for the People, (English, Spanish and Chinese editions) California Legislature and State Department of Education: Sacramento, Calif, 1972.

Each method produced valuable criticism which led to many re-drafts and extended the time schedule. The committee finally adopted the documents in the Spring of 1972.

State and county support

On May 26, 1972 State Superintendent Wilson Riles invited to the State Capitol all county superintendents and the superintendents of the ten largest school districts in California to receive their charge from the Department of Education and the Joint Committee.

It was the occasion for transferring the operational responsibility for goal setting from the Joint Committee to the Department of Education and the county and district superintendents. The response of participants was encouraging, in large part due to the leadership of Ernest Poore, Fresno County Superintendent, who had been designated to represent county superintendents in prior planning.

The 1972-73 school year was the time allotted for school district goal setting and statewide collection of goals, sub-goals and priorities. (It had been decided earlier, on the recommendation of the Citizens' Steering Committee and SDE planning committees, that it was not feasible or important to collect district program objectives.) The county school offices served as resource centers to districts and as channels of communication between the state and local levels. As such, they interpreted state guidelines and intent, and provided some training and other direct assistance to LEAs.

The Joint Committee provided support by introducing and passing ACR 27, which encouraged districts to use school time for meetings of the school=community. The committee held regional hearings in the Spring to assess the progress of goal setting. In addition, the Chairman and staff visited districts, spoke, and consulted on request to support the process.

In response to concern expressed through education profession representatives, a position statement was signed by Superintendent Riles, Chairman Vasconcellos and other members of the Joint Committee expressing the intent to protect the freedom of LEAs to design diverse educational programs which meet local needs.

The time line was extended considerably to accommodate local needs and state level planning.

State collection of goals

Systems Planning Corporation of Sacramento was contracted by the Department of Education to collect and report the goals, sub-goals and priorities adopted by local governing boards. The contractor worked closely with state and county consultants throughout.

The goals data were compiled into two reports, as directed by

the Joint Committee. The prime report was on districts which met certain criteria pertaining to the extent of school=community participation in goal setting processes. The second report contained data from districts which did not meet the criteria.

A total of 831 of the 1,048 school districts in the state (79%) submitted data on a voluntary basis. These reports were published in January, 1975.⁵

Analysis of process

The Joint Committee prepared a progress report to the Legislature in July, 1973, which summarized their findings on the progress of the goal setting efforts at that time.⁶

Systems Planning Corporation conducted a study of local goal setting processes, through a survey of district reporting committees. These committees (composed of a governing board member, administrator, teacher, student, and community member selected by their peers) completed a questionnaire under the direction of a county schools consultant. The results of the survey were summarized in a report.⁷

The contractor prepared a separate report on the collection process itself, including recommendations for improving the process in the future.⁸

A special study was conducted by Urban and Rural Systems Associates (URSA) of San Francisco, under contract to the Joint Committee. This was an in-depth analysis of goal setting processes carried out in 24 school districts. The districts were carefully selected to represent the entire population of participating districts. The URSA report was published in May, 1975.⁹

⁵ Systems Planning Corporation, Compilation of Fall 1974 Goals, Subgoals and Priorities Meeting (2nd report Not Meeting) Goals Collection Criteria, Systems Planning Corp.: Sacramento, Calif., January, 1975.

⁶ Joint Committee on Educational Goals and Evaluation, Progress Report to the Legislature and State Board of Education, California Legislature: Sacramento, Calif., July, 1973.

⁷ Systems Planning Corporation, Goal Setting Process Evaluation Report (Data Collected Fall 1974), Systems Planning Corporation: Sacramento, Calif., January, 1975.

⁸ Systems Planning Corporation, Goals Collection Project Evaluation Report, Systems Planning Corp., Sacramento, Calif., January, 1975.

⁹ Urban and Rural Systems Associates, Community Involvement in Goal Setting: An In-Depth Study of Selected California School Districts, Urban and Rural Systems Associates: San Francisco, May, 1975.

PART IV STUDY OF EVALUATION

Advisory Committee on Evaluation

The Advisory Committee on Evaluation (ACE) was appointed by Chairman Vasconcellos in the summer of 1973. It served at the direction of the Joint Committee in completing two major tasks:

- (1) the preparation of guidelines to facilitate efforts of state agencies, school districts, and school-communities to evaluate the effectiveness of instructional programs according to locally established goals; and
- (2) the design of a state assessment program to determine the status of educational progress in areas of priority identified by the state goals collection process.

ACE members were selected both for their perspective on issues — to seek a balance — and on the basis of their accomplishments. Dr. Alexander Mood of the University of California at Irvine was selected by members to be chairman.

The last meeting of the Advisory Committee on Evaluation took place on November 2, 1974. The recommendations ACE forwarded to the Joint Committee consisted of four documents:

- (1) a statement of position on the role of the state in educational evaluation;
- (2) a booklet suggesting opportunities for citizen participation in determining school effectiveness;
- (3) a handbook on evaluation for use primarily by teachers, administrators, students, and lay citizens who become actively involved (usually as advisory council members) in the evaluation programs at their schools; and,
- (4) a one-page flyer for mass distribution to stimulate citizen interest in school evaluation.

Staff research

Joint Committee staff served as staff to ACE. In that capacity, staff consultants were asked to investigate literature, special programs in evaluation and other related subjects, and generally to provide pertinent information to the committee. Staff research included two out-of-state trips to conferences on state assessments. Those occasions were also used to learn more about evaluation programs conducted locally in western states.

Public review

Input from a cross section of public opinion was solicited throughout the committee's study of evaluation.

Three retreats were held over the course of a year and a half, to receive reactions to drafts of recommendations before they were finally approved by ACE. Over seventy persons attended each retreat, representing state, county, and local education agencies and public interest groups.¹⁰

As was done in each stage of the goals study, committee hearings were held regionally to receive public testimony.

The Citizens' Steering Committee conducted a thorough study of its own on each ACE recommendation. Through this process, the Steering Committee developed additional recommendations and suggested numerous modifications to the recommended documents.

State support

At the request of ACE and the Steering Committee, the Joint Committee introduced a supportive resolution, ACR 26 (1975). It expressed the Legislature's desire that pupils and their parents be given the opportunity to play a meaningful part in the development of any educational evaluation program or system that evaluates pupils or their schools pursuant to guidelines developed by the Joint Committee and State Department of Education.

This seemingly innocuous resolution attracted the attention of many interest groups, and some opposition, but passed both houses easily.

Evaluation Coordination Workshop

In June of 1974 the Joint Committee adopted a resolution, (recommended by the Citizens' Steering Committee) asking for a meeting to be convened soon to seek coordination among evaluation programs underway in California. The resolution stipulated the convening of the meeting should be a joint effort with the Department of Education, and that those agencies and organizations involved with educational evaluation in California be invited.

A survey of a cross-section of school districts was conducted by the committee and SDE to ascertain the feelings of district administrators about the need for coordination. The results confirmed the need for a meeting.

On April 4-5, 1975, such a meeting was called by invitation from John Vasconcellos and Wilson Riles. Ninety persons attended, 28 from local school districts (including some students, teachers, and parents).

¹⁰ Joint Committee on Educational Goals and Evaluation, Retreat on Educational Evaluation: Comments, Papers, and Actions, California Legislature: Sacramento, California, Autumn, 1973.

The Workshop was structured for brain-storming around two key questions:

- (1) How can the coordination of state evaluation activities be improved? and;
- (2) How can a proper balance between state and local evaluation be achieved?

An analysis of the Workshop results was presented along with the raw data in a staff paper.¹¹

Handbook for determining school effectiveness

The handbook prepared by the Advisory Committee on Evaluation was subsequently edited and modified by both the Citizens' Steering Committee and the Joint Committee.

The handbook provides a fairly complete treatment of the current state of educational evaluation. It presents the underlying assumptions, aims, and options of an evaluative process designed for renewal rather than retribution. The handbook is intended to give the school=community member a view of what evaluation is all about in sufficient detail to enable him/her to participate effectively in the development of evaluation programs at a local school.

Booklet on school=community participation

The booklet on school=community participation focuses on the layman's role in school decision-making, to elevate and legitimize the voice of students and parents in public education. It explains simply the task of evaluation and describes the specific roles various school=community members may perform to get the job done.

¹¹ Keith Echeverri and Bob Taunt, "Evaluation Coordination Workshop Results", (staff paper), Joint Committee on Educational Goals and Evaluation, California Legislature: Sacramento, California, May 19, 1975.

PART V FINDINGS

Analysis of goals

The goals statements collected on the first statewide effort haven't the properties necessary for drawing finite conclusions about differences in goals and their respective priorities between districts of different types. However, the data do provide a valid basis for charting general directions for education in the state.

Goals adopted by California's public schools encompass a broad range of aspirations held by citizens. The expectations for public schooling go well beyond "the 3 R's".

While the acquisition of basic reading, language, and computational skills continue to attract the most attention of the general public, a number of other goals -- especially self-esteem/concept -- receive widespread support from all types of communities in all types of districts.

Social and personal development goals receive as much support as goals addressing intellectual development. Mental, physical, emotional, attitudinal and motivational aspects of human growth are all commonly included in districts' goals. In short, schools today are expected by the public to contribute to the development of competence in all its dimensions -- to nurture the human potential in mind, body and spirit.

Besides reaffirming the importance of developing basic skills, the overriding implication of these findings is that a broader conception of education can no longer be ignored. The citizenry want graduates to be fully-functioning, whole human beings -- people who are goal-oriented, skillful, thoughtful, and caring, and prepared to learn throughout their lives.

These goals should be considered by those involved in designing state curriculum frameworks, selecting textbooks and supplemental materials, planning teacher training programs, assessing educational progress, and/or allocating state resources.

If schools are to succeed in meeting these expectations, they will require increased support from the public, from the individual home through the community to all levels of government. School administrators, teachers and other personnel must work at each level to assure this support.

The building of viable school-communities will require much higher levels of trust than now exist. Strategies, techniques and programs for educational reform should be evaluated first of all on the basis of their contribution to the creation of trust among

members of school=communities, so that it will be safe to ask for help, to suggest ideas, to try new approaches, to work with others toward shared goals.

Analysis of process

The guidelines for goal setting prepared and disseminated by the Joint Committee and Department of Education were found to be useful to persons planning local goal setting processes. The process steps recommended in Volume I were utilized by a large majority of participating districts.

The committee caused some consternation by adopting collection criteria long after the guidelines had been disseminated.

Local participants expressed the need for the state to better focus its goal setting efforts in the future. Many persons were apparently confused by the several state programs and actions which were related but not coordinated, such as the Joint Committee, the Stull Act, PPBS and the several planning and evaluation activities administered by the Department of Education.

A set time schedule for recycling the goals collection process headed by the State Board of Education should ease this problem.

The services of county school offices were found to be very helpful to the process. Satisfaction with county services was not universal, some county offices did not perform nearly as well as others.

Those districts which were most committed to the process received very satisfying results in most cases. Earnest efforts were rewarded with high levels of participation, plans for improving school and district programs and operations, and significantly increased levels of public support.

Participants expressed a real need for extensive training of school=community members in the future. They hope the state will acknowledge this need by targeting funds for this purpose.

Determining school effectiveness

Evaluation is a two-fold process:

- (1) to assess effectiveness in meeting educational needs and goals of the school=community; and,
- (2) to determine ways of increasing educational effectiveness.

The evaluative process assumes that programs have been implemented pursuant to adopted goals. The major task is to determine the extent to which needs are being met in relation to the goals agreed upon by the school=community.

A general purpose of evaluation is to meet a responsibility to students, their parents, and other citizens. If education is to have constructive public support and involvement, sound information must be made available. Students and their parents need to know how well the student is progressing. Citizens also need an accurate description of the substance of a program, and information about the effectiveness of the program.

It is an explicit aim of the Legislature that students and their parents play a meaningful part in the design and development of any evaluation program or system that directly or indirectly is used to evaluate students (ACR 26 -- 1975).

An evaluation system must first gather information about how schools and students are achieving the goals set by the school=community. For example, a goal might be that students should enjoy attending school -- the supposition being that learning is more likely to take place when students have positive rather than negative attitudes toward school activities. There are a number of kinds of information that might be gathered to assess whether a student enjoys school, for example:

- (1) ask the student whether he or she enjoys school;
- (2) ask the student's parents and brothers and sisters;
- (3) ask the student's teachers;
- (4) observe the student in different school settings;
- (5) interview the student to get impressions of the value of school activities in which the student participates.

In devising an evaluation program, a decision would be made as to how much effort should go into evaluating this particular goal, depending on its assigned priority, and then a set of information items such as the five above would be adopted which could be carried out with that amount of effort.

After the information has been gathered, the information about a particular student would be combined to get an indication of how well the student enjoyed school. The collection of such indications for all students in the school would reveal that some proportion of students enjoyed school very much, another proportion enjoyed school mildly, another proportion was indifferent, and another disliked school. The sizes of these proportions would give the school=community an assessment of how well that particular goal was being reached.

A good evaluation program would accumulate evaluative information for every goal over a period of time and indicate the areas in which the most attention is needed. It would aid in identifying needs and ways to overcome deficiencies in the school program.

Good evaluative information often has multiple applications. For example, data about the progress of individual students in a particular subject (say mathematics) may help the teacher offer materials and learning opportunities tailored to the needs of each student. This same information, summarized at the classroom or school level, may be useful in allocating resources and personnel (such as aides). The same information, combined with similar data from other schools, may be used at the district level. It may be used in reporting to the school board and the public, may provide a sound basis for making applications for future funding, and may serve to identify needs that call for program planning. Data from districts throughout the state may be useful for identifying state priorities.

Some Properties of Good Evaluative Processes

1. Comprehensiveness. Every goal should be included in the evaluation process. If some goals are omitted, the programs serving those goals may not be improved. Balance is uncommon in evaluation processes. The tendency is to evaluate goals that are easy to evaluate (that is, for which tests are readily available) and to neglect goals difficult to evaluate. Traditional goals for which well-developed evaluation tools exist should not be relied on exclusively, nor preclude efforts to develop evaluation procedures for other important goals.

2. Positive posture. Too often evaluation processes are looked upon as devices for detecting who is not doing well. A good evaluation process studiously avoids that posture. Its philosophy is that the purpose of the evaluation is to discover what and how improvements might be made. It focuses more on programs than on persons.

3. Protection of privacy. It is not acceptable or necessary to reveal information about an individual's progress to anyone other than that individual and one or two other persons charged with interpreting its meaning to the individual. In the case of a student, only the student, the teacher and the student's parents would normally have access to the information, although a counselor or school psychologist might be included (Ed. Code Sec. 10901).

4. Constant attention to usefulness. There is a strong tendency in any information gathering endeavor to collect certain categories of information because "it might be useful to someone." The result is a great waste of effort because such information usually gets filed away never to be examined by anyone. A good evaluation process will specify in advance, for every item of information to be collected, who will use the information and for what purposes.

5. Simplicity and clarity of reporting. Professionals in the field of evaluation have developed a fairly elaborate vocabulary not useful for communicating with non-professionals. All essential ideas should be translated into laypersons' language and included in all reports to students and the public. Particularly, the general public must have a thorough understanding of how progress toward goals is being measured and what the progress has been, as measured. Otherwise, citizen participation in school=community decisions will fall short of its potential for improving students' education.

Evaluation Coordination Workshop Results

The workshop convened on April 4-5, 1975 by Chairman Vasconcellos and Superintendent Riles (see p. 8) produced these findings:

- People are tired of being directed by remote agencies. Persons active at the school level are seeking more influence in the development and evaluation of educational programs. School=community members also expressed a willingness to participate in training programs designed to help them understand methods of determining school effectiveness.
- There is a high level of dissatisfaction with the conduct of the current state testing program; on-site evaluations conducted by state agencies; and the inability of state government (including the Legislature) to ease these problems. Elimination of the state testing program, as irrelevant to the needs of school=communities, was proposed. State agencies were requested to take a wholistic, non-punitive approach to evaluation; too often, such activities have been "coercive and punitive".
- Information access has been a problem for school=communities, and students and parents have often been denied such access. The state, because of its advantaged position, should be responsible for systematically collecting and sharing information. The coordination of statewide activities is improved when information is shared broadly.
- In-service training programs for school=community members, particularly laypersons and site administrators, is a critical need. Educational evaluation is not the sole province of the "professional educator" or "evaluation expert", but a matter of concern for all persons affected by such evaluations.
- Participants believed the State Department of Education is best positioned to exercise leadership in these areas. It should help re-define roles and responsibilities for itself and for local educational agencies. It should serve as "coordinator" rather than "doer". By shifting the emphasis in this way, resources would be re-directed to support locally determined goals and priorities.

Limitations of testing

The basic purpose of testing should be to obtain information; that is, one would find out what students have learned and whether or not what the teacher has been doing is working, and, ideally, the information obtained would be used to make decisions about what aspects of the educational process should be changed. Viewed in this manner, testing should be a helpful, constructive experience for students. Oftentimes, it has not been. Many students have been unfairly labeled as low achievers, placed in mentally retarded and emotionally handicapped classes, and otherwise made to feel inferior. In a country where mediocrity is not highly valued, the vast majority of the students are labeled as average or below.

Standardized tests, to be sure, can provide valuable information at certain educational levels. They have been used to allocate state and federal funds to districts whose performance levels indicated below average standing in basic skills, and have served to obtain information on systems performance. They can serve to provide reasonably reliable data on students from White middle class families for whom the tests were originally developed. However, when used to make school level decisions, sensitivity to cultural and linguistic bias, inconsistencies in test administration, and awareness of the type of information provided are prerequisite to a successful measurement and evaluation effort. It is possible to respond to each of these factors with careful planning and some special attention to measurement practices.

PART VI COMMITTEE CONCLUSIONS AND RECOMMENDATIONS

Conclusion on statewide goals collection

It is not our intention to recommend or adopt mandated statewide goals. The goals and priorities collected from schools and districts should be used for the following purposes:

1. To apprise the Legislature and other state policy-makers as to the wishes of the people as reflected in the data collected;
2. To promote legislative (policy) accountability to the public will in education;
3. To collect information of value to the Legislature, the State Board of Education, and the Superintendent of Public Instruction, which may be used to assess the needs of the California educational system, but not to be used to mandate additional requirements on local school districts;
4. To promote diversity and alternatives in public schools;
5. To assist in determining funding levels and priorities;
6. To guide the development of curriculum frameworks and the selection of instructional materials as data collected so indicates;
7. To identify and evaluate areas of need for teacher training programs;
8. To assess the importance of present categorical programs goals and to determine whether there is need for new categorical aid programs.

It is not our intent to utilize the information gathered to usurp the authority of local governing boards. We intend our efforts to be supportive of the local responsibility of districts to provide an adequate educational program for their citizens, through the assistance of broad-based community participation in all educational policy-making matters.

Conclusion on State's role in evaluation

Public education activities at the state level are primarily focused on assisting local school districts, rather than providing direct services to students. They are headed by the Governor, the Legislature, the State Board of Education, the State Superintendent of Public Instruction and Department of Education, and the Commission on Teacher Preparation and Licensing. Since instruction of students is done locally, evaluation of progress toward instructional goals should be more a local than a state responsibility. State government does, of course, have a responsibility to assist local districts to develop effective procedures for evaluation of progress toward local instructional goals.

It should be the intent of state government to assist school districts in clarifying the purposes of education in California, to remove the impediment to effective communication of educational concerns, to facilitate changes in education that are responsive to local educational needs, and generally to improve the quality of education in California. It should be the desire of state government to create a better partnership between the state and local school districts as both strive to improve the effectiveness of the educational program. Local programs should encompass goals appropriate for the local situation.

State government is concerned with educational outcomes, of course. However, a major impact of the state in the evaluation process should be to facilitate and support the efforts of local school districts. It is urged that the people in each community have an active part in the development and evaluation of the educational goals and programs for their children.

It should be the responsibility of state government to ensure that California's educational system will maximize development of the educational potential of all California youth by:

1. encouraging participation of each school=community -- especially students, parents, and teachers -- in the development of educational policy and in program planning and evaluation;
2. enabling students and parents to have an important voice in determining school and district effectiveness;
3. facilitating the development of an adequate set of goals and an effective set of programs for reaching those goals in every California school district, against which assessments and program evaluations can be made;
4. insisting that individual and program evaluations be sensitive to the cultural contexts of ethnic minorities and the poor; avoiding harmful and unfair labeling of these persons;
5. assuring that state assessment programs are fully funded;
6. responding to the needs and desires of the citizens and students, by utilizing local participatory goal setting and evaluation processes;
7. utilizing goal setting and evaluation for the continual renewal and modernization of the California school system;
8. assisting districts and schools in California to evaluate progress toward their educational goals;
9. encouraging the use of a wide range of evaluation options to enable students to pursue successfully their own personal educational goals;
10. establishing and maintaining a high quality research and development program in evaluation to serve the California school system;

11. providing comprehensive information to districts and schools in order to facilitate evaluation of local programs;
12. identifying and disseminating information about exemplary evaluation practices and programs; and
13. aiming to provide each learner in the California educational system the benefit of competent and humane instructional staff, as determined through fair and reasonable evaluation processes.

Each of these statements of responsibility involves to some degree the Governor, the Legislature, the State Board of Education, the State Superintendent of Public Instruction and Department of Education, and the State Commission on Teacher Preparation and Licensing.

I. Recommendation on dissemination of reports.

The report of goals collected from districts meeting the collection criteria and the report on goal setting processes should be distributed to the Governor, Legislature, State Board of Education, State education commissions, local governing boards, superintendents, principals, and other interested agencies, organizations and individuals. The Department of Education should accept this responsibility, in cooperation with county schools offices.

All five reports on statewide goal setting prepared by Systems Planning Corporation and Urban and Rural Systems Associates should be put on file in libraries and county school offices for easy access to interested persons.

A cover letter from John Vasconcellos and Wilson Riles should accompany each report.

Finally, a press conference should be held to advertise the completion of the first statewide goals process and to report the findings.

II. Recommendation on goal implementation.

Local accountability for following through with the implementation of adopted goals should be encouraged by statute.

The statute should express Legislative intent that local educational agencies should incorporate the goals, subgoals and priorities adopted through school-based goal setting processes into educational programs and practices, planning and resource allocation decisions, and that governing boards should issue annual reports to the public, school-by-school and for the district as a whole, on the effectiveness of the implementation.

To the extent that this legislation is funded, it is not intended that the State shall either provide bonuses or withhold funds as a form of incentive with respect to the particulars of carrying out the recommendation.

III. Recommendation on public accountability.

The responsibility for monitoring goal implementation and program effectiveness should be placed in the school=community, by means of representative school advisory councils and/or committees and through the issuing of annual progress reports to the public. All of these activities and responsibilities should be done by authorization of local governing boards and supported, but not required, by statute.

The statute should include the following specifications:

- A. Evaluation of public elementary and secondary education should encompass these aspects:
 1. the design and implementation of evaluation plans should be done primarily at the school site, rather than at the state or district levels;
 2. program evaluation ought to include all program goals and objectives;
 3. representative advisory councils and/or committees should assist in the design and reporting of evaluation programs;
 4. evaluation and assessment results should be made public;
 5. evaluation and assessment should be used as a positive way to improve educational programs;
 6. State agencies should facilitate and assist schools and districts in this process, rather than monitor and control;
 7. State and district assessments should identify educational needs and priorities without infringing on school site goal setting, planning and evaluation.
- B. State government and local school districts should consider those educational needs, goals and priorities identified through the goals collection and assessment processes when determining levels and types of support to be granted. State and district priorities should be systematically identified, through participatory goal setting, assessments of educational progress, in-depth studies, special study commissions and committees, and occasional audits. State and district program priorities should be identified, funded, and evaluated without imposing standardized criteria over the spectrum of school programs.
- C. District governing boards should be urged to adopt a policy on broad-based participation in determining goal implementation and program effectiveness, describing the specific opportunities and means for participation of students, parents, teacher, and other interested members of the school=communities in their districts.

The creation of representative school and district advisory councils and/or committees should be supported through financial grants provided by the state.

To the extent that this legislation is funded, it is not intended that the State shall either provide bonuses or withhold funds as a form of incentive with respect to the particulars of carrying out the recommendation.

State monitoring shall be limited to verifying the establishment of democratically selected representative advisory councils and/or committees, filing of annual progress reports to the public without judgment as to content, and district matching of funds.

IV. Recommendation on statewide collection of goals.

The State Board of Education should be given the responsibility for overseeing a statewide goal setting process and collection of school and district goals.

The State Board of Education, in carrying out this responsibility, shall utilize an advisory body, existing or new, composed of at least a majority of lay persons. The advisory body shall be broadly reflective of all segments of the citizenry, including students, parents, classroom teachers, administrators, and other community members. All members shall be appointed with consideration of six criteria: ethnicity, geography, age, sex, occupation, and other socio-economic factors. It is not the intent of the Legislature that formulas or specific ratios be utilized in complying with this requirement.

The State Superintendent of Public Instruction and county school superintendents shall disseminate guidelines for the process and administer the collection, utilizing an independent contractor for data processing and reporting.

The process steps suggested in the first statewide effort, changed only to focus primarily on the school, should be included in state guidelines for goal setting.

Collection criteria should ensure that the entire process be school-based in the future, and such as to encourage maximum school-community participation.

A report of goals from schools meeting collection criteria as judged by school advisory councils or reporting committees should be issued in January, 1979, and continuously thereafter every four years. A report of goals from districts should be issued as well. Schools and districts should be urged, but not required, to participate.

The data collected should identify common goal areas with assigned priorities which are to be considered in state curriculum framework development, textbook and supplemental materials selection,

design of teacher training programs, and assessments of educational progress. These goals are not to be used to mandate additional requirements on school districts.

It is not intended that the State should either provide bonuses to or withhold funds from LEAs as a form of incentive with respect to the particulars of carrying out this recommendation.

V. Recommendation on state assessment of educational progress.

The state assessment (testing) program should be modified as follows: ¹²

1. it should be broadened to include all major goal areas commonly adopted by school communities;
2. each goal area should be assessed through techniques appropriate to the intent and meaning of the goal;
3. assessments should tap many aspects of human development in each goal area, including the cognitive, affective, and psychomotor components, where they apply;
4. assessments should include institutional factors, such as the school climate, learning environment, and utilization of resources;
5. assessments should avoid invasions of privacy covered by Section 10901 of Article 9 of the Education Code;
6. it should generate a profile of educational progress for the state as a whole, regionally, and by general characteristics, but without reference to individual schools and districts, unless so requested by local governing boards on an individual basis;
7. multiple sampling techniques should be employed, including item or matrix sampling, pupil sampling, and school and district sampling to minimize the number of people involved, to allow for a more comprehensive assessment, to lower the attention paid to state assessment at the local level, and to lower program costs;
8. assessments should be primarily referenced and reported in terms of objectives rather than norms, and general groups rather than individual pupils, schools and districts;
9. all assessment reports should clearly indicate the limitations of the data in assessing the effectiveness of school programs.

The areas of assessment should be cycled within a four year schedule to parallel statewide goals collection.

¹² The feasibility of the proposed modifications is documented in State Educational Assessment Programs (1973 Revision), Educational Testing Service: Princeton, New Jersey, 1973.

For example, assessment in basic skills could begin the cycle and repeat every fourth year. Social studies and citizenship assessments might be run the second year. Assessments in other areas such as vocational preparation, career education, music and art, motivation for life-long learning, self-esteem, etc., could be included in the remaining two years, before basic skills are assessed again. Different institutional factors might be assessed every year along with assessments of educational progress, to analyze relationships between educational process and product.

VI. Recommendation on technical assistance.

Technical assistance should be provided to assist in developing and improving school-based goal setting, planning and evaluation processes. Such assistance, including training programs and technical consultation, should place emphasis on whole person and whole school evaluation and on participatory decision-making. Assistance should be provided primarily by county school offices.

In addition, the Department of Education should distribute guidelines and research findings on related subjects for use by school principals and advisory councils and/or committees.

Technical assistance should be focused on the educational needs of all segments of individual school-communities. The primary targets for assistance would be members of school advisory councils and/or committees and school principals.

This program is not to be used by the Department of Education or county school offices to place external requirements or directions on school-communities. Instead, the intent is to increase the autonomy of each school to shape an educational program appropriate to and desired by its school-community.

VII. Recommendation on evaluation booklet.

The committee endorses the booklet, "School=Community Participation in Determining School Effectiveness" and recommends it to the Department of Education for printing and dissemination to LEA's and interested persons.

VIII. Recommendation on evaluation handbook.

The committee endorses the handbook, Education for the People, Volume III; A Handbook for Determining School Effectiveness, and recommends it to the Department of Education for printing and dissemination to LEAs and interested persons.

IX. Recommendation on evaluation flyer.

The committee endorses the flyer, "Will You Help Your School?", and recommends it to the Department of Education for printing and dissemination to interested persons.

X. Recommendation on State's role in evaluation.

The committee recommends the "Statement of Position on the Role of the State in the Evaluation and Support of Education in California" be enacted into statutes. It should serve as a statement of intent preceding other statutes on evaluation, in much the same way as SB 1 of 1968 serves for instruction.

XI. Recommendation on group intelligence tests.

The committee recommends that the Legislature explore and take steps to ensure only the careful and proper use of group intelligence tests.

PART VII ISSUES FOR FURTHER STUDY

Information demands on school districts

The Evaluation Coordination Workshop produced many criticisms of data gathering demands now imposed on school districts.

A thorough study of present demands and future information needs by an agency such as the Legislative Analyst's Office should be conducted.

Categorical program evaluations

The consensus which emerged from the Workshop and district survey on categorical evaluations is that they are overly directive, insensitive to local needs and goals, duplicative or irrelevant, and confusing.

The workshop produced many ideas for improvement which should be studied by state agencies.

Participation in school accreditation

The Western Association of Schools and Colleges conducts periodic visits to a large majority of California high schools for purposes of accreditation. Teams of educators make a thorough assessment of many aspects of the school program, including the school climate, the use of resources, the effectiveness of personnel, and so on.

The philosophy behind the program is consistent with the concept of local school development based on identified needs and school=community goals.

The composition of visiting teams should be extended to include students, parents and other laypersons so that the audits reflect the perspectives of the broader school=community. The feasibility of such a change should be studied.

Public accountability in school finance reform

The judicial mandate to reform the financing of public education is a crucial opportunity for improving the partnership between the home and the school in providing a decent and caring education to every student.

Provisions for student, parent and taxpayer participation in working with professional educators in determining the goals, shaping programs, allocating resources, and determining school effectiveness need to be improved in the future.

The individual student and parent should be granted opportunities for shaping an education program consistent with personal aims and ambitions.

Finance reform legislation should contain such provisions.

APPENDIX

MINORITY STATEMENT

ON THE FIFTH COMMITTEE RECOMMENDATION

It is our judgment that the fifth Committee Recommendation in Parts I and VI of this report is not in the best interest of the public schools of California.

Broadening of the scope of the statewide assessment program is called for by subrecommendations one, three and four contained in Recommendation Five. It is our opinion that these recommendations are based on a misunderstanding of the proper role of a state assessment program. The primary role of the state program is to gather only that information needed to assist state-level decision makers to identify needs, allocate resources to meet those needs, and evaluate the effectiveness of the programs developed with those resources. The gathering of information at the state level should be limited because the evaluation effort should be focused on the local level. It is the prerogative and the responsibility of each school district and school to evaluate the various goals which it values and emphasizes whether or not the goals are valued by other schools in the state. We are very fearful of the consequences of the state attempting to measure sensitive but important goals in a standardized fashion; for example, goals related to citizenship may be adopted by a majority of schools. However, communities will define these goals in sharply contrasting ways. Where affective goals are part of statewide efforts, we believe that the current practice of summarizing the various types of assessment data collected from the schools is the best way of making a statewide assessment without violating the intent of the local evaluation efforts.

The call for a deemphasis upon school and school district profiles found in subrecommendations six, seven and eight assume that the state can carry out its responsibilities with only a statewide view of its needs and accomplishments. Just as each district must have information on individual pupils and classrooms, the state must be able to identify specific areas of need to direct resources most appropriately. Without school and district results, the state would be forced to treat all districts alike regardless of need. The method of sampling used in the current assessment program is the most efficient way of collecting the information needed by the state.

The idea of cycling areas of assessment in different years has merit. As described in Recommendation Five, however, areas are not differentiated according to state or nationally adopted priorities. The resources devoted to high-priority areas such as language development would indicate a need for more frequent assessment. It is our understanding that Education Code Section 12840 already provides for periodic testing in other areas such as career education, which was assessed in 1973, and social studies, for which instruments are now being prepared for assessment during fall, 1975.

Finally, we think it is a mistake to believe that implementation of Recommendation Five would result in a cost savings to districts. The only costs to districts under the present assessment program are those related to test administration; these costs would continue.

Futhermore, state costs would increase since the amount of time devoted to test development and field testing would be multiplied.

Respectfully submitted,

John Stull

John Stull, Senator and

Newton Russell

Newton Russell, Senator

James W. Dent

James Dent, Member, State Board of Education

Patricia Ingoglia

Patricia Ingoglia, Member, State Board of Education

Tony Sierra

Tony Sierra, Member, State Board of Education